

Executive Summary

The First Hill Neighborhood

First Hill residents live in a complex neighborhood. Many people rent or purchase housing on First Hill because they want to live close to work, shopping, transit and entertainment. Current residents are willing to accommodate more growth, as long as there are amenities provided within their neighborhood that make urban living enjoyable. The types of amenities that First Hill residents want include parks and street trees, a variety of shops and restaurants with evening hours, good transit, public schools, human services that meet the needs of the community, parking, well lit and maintained streets and sidewalks, and easy access to other neighborhoods that provide additional amenities.



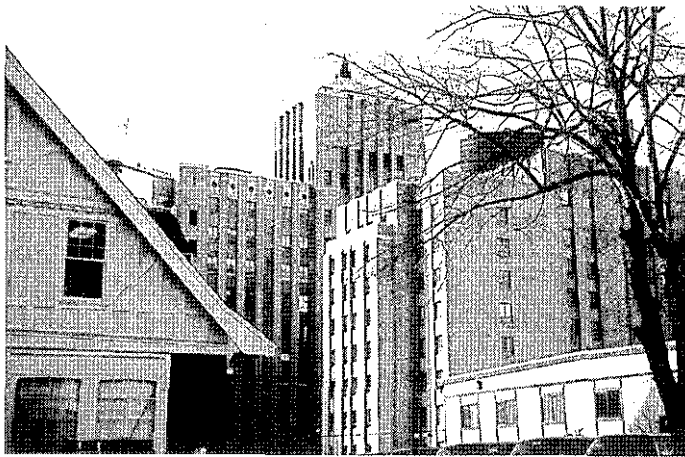
First Hill Shoprite

First Hill is a major employment center, and home to many of the region's state-of-the-art medical centers and related facilities. The major employers include Swedish, Virginia Mason and Harborview Medical Centers and Seattle University. Other large employers include the Chancery, Puget Sound Blood Center, the Polyclinic and a number of medical offices. All of these employers play a significant role in maintaining the social and economic viability of First Hill and the City of Seattle. The population of First Hill nearly doubles during the workday as employees arrive from throughout the region. There is a large concentration of sustainable wage jobs on First Hill. There is excellent communication between the major employers, residents and local businesses. There is a willingness on the part of all members of the community to foster this relationship and work together with the City on the challenges growth presents.

There are many viable alternatives and solutions to the problems facing the First Hill community. Through collective efforts, the community presents the goals and recommendations that are the Phase 2 plan. Implementation of the plan will enhance the quality of life on First Hill into the 21st Century.

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The Seattle Comprehensive Plan



Harborview Medical Center

Seattle's Comprehensive Plan was adopted in 1994 and is a tool for protecting Seattle's unique and vital communities by concentrating growth in designated areas. The Comprehensive Plan is Seattle's response to the Washington State Growth Management Act and requires communities to develop a long-term strategy for accommodating growth over a twenty-year timeframe.

Neighborhood planning is an opportunity for Seattle citizens to work towards implementing the comprehensive plan

goal of creating urban villages. The urban village strategy identifies Seattle's urban core as the location to meet growth needs so that other areas can be retained for less dense use. Neighborhood plans integrate citizen's core values of community, social equity, environmental stewardship, and economic opportunity and security.

The growth targets for First Hill were established during the City's comprehensive planning process. Under current zoning, there's enough capacity for expected housing growth targets. The First Hill Plan does not propose any changes to current zoning. In the area of job growth, the projected goal of 6,100 new jobs exceeds the existing growth ceiling of 2,700 new jobs within current zoning. However, the growth ceiling for jobs is not inclusive of the projected jobs for First Hill's major employers: Harborview, Swedish and Virginia Mason Medical Centers. Including their projections, the total projected number of jobs for First Hill is 6,970 jobs,

First Hill's Growth Targets & Planning Estimates

Existing Conditions

Households (HH)*	4,657
Jobs	20,626
Land Area	225 Acres
Open Space	1.62ac/ 1000 HH

Estimated Growth

Expected 6 Yr HH Growth	438
Expected 6 Yr Job Growth	1,993
Expected 20 Yr HH Growth	2,400
Expected 20 Yr Job Growth	6,100

Open Space Goals

Goals for 1/4 Acre Open Space Sites . . . 4 sites
Goals for Community Garden Sites , 3 sites

Zoned Development Capacity

Housing Units*	4,900
Jobs	2,700
Commercial Square ft	811,000

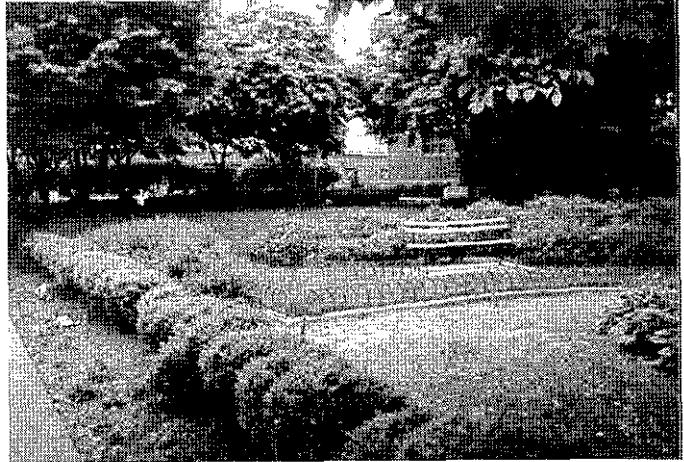
Affordable Housing-Countywide 1990

Median Income for median HH of 2.5 persons	\$36,179
50% of Median Income	\$18,089
80% of Median Income	\$28,943
Rent affordable to HH below 50% median income	\$450/mo

Affordable Housing –First Hill Urban Center Village

1990 Total Housing Units	5,271
Number of units affordable to HH below 50% of median income (1990)..	2,939
Percent of total units affordable to HH below 50% of median income	560A

* Households (HH) refer to families. Units refer to the actual structure (e.g. studio, 1 -bedroom, single family house). The difference between households and units is mostly due to vacancies.



First Hill Park

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The Neighborhood Planning Process



Seneca/Union/Harvard Intersection

To be eligible for funding through the City's Neighborhood Planning program, First Hill formed an organizing committee whose members represented community stakeholders. The organizing committee developed a vision for the First Hill's future and identified issues for further study in Phase 2.

A planning committee was formed and included organizing committee members and other stakeholders not actively involved in Phase 1. Planning committee members are responsible for working with the City, the neighborhood, adjacent neighborhoods and consultants to develop the First Hill plan. The

plan must be validated by the community before it is reviewed by City Council to ensure the plan is a widely understood and generally accepted vision of the neighborhood's future.

Implementing the Neighborhood Plan

The first step towards implementing the neighborhood plan is City review to ensure consistency with the Comprehensive Plan and applicable laws. This is called the approval and adoption process. Plans must be approved by City Council and are then amended to the Comprehensive Plan.

Some approved recommendations requiring City funding may be quickly plugged into the on-going work programs of city departments such as the street improvements at the Seneca/Harvard/Union intersection pictured above. This project is a high priority for the planning committee and was completed ahead of schedule by SEATRANS.

Other projects may be discussed in the next budget cycle or wait a new funding source, such as a bond or levy. Some plan recommendations may be carried out by the neighborhood itself through available funding sources. It is critical that the community stay involved and become stewards of the plan to ensure the recommendations of the neighborhood plan are implemented.

A Vision and Goals for First Hill

The vision for First Hill was created and refined during Phase 1. First Hill envisions itself in the future to be:

- A home to people with a full range of incomes, abilities and interests
- A regional center for state-of-the-art health services
- A dynamic neighborhood ready to meet the challenges of the future
- A community that celebrates its rich history and cultural heritage
- A premier city neighborhood with opportunities to grow
- A premier business and employment center with opportunities to grow

The goals below were established by the Phase 1 organizing committee and adopted by the Phase 2 planning committee. These goals provided a framework for this plan.

Economic Development

- Continue to promote First Hill as a regional center for state-of-the-art health services
- Develop the small business market

Human Needs

- Balance human needs services with other development needs

Public Safety

- Improve public safety on First Hill

Transportation

- Improve the existing infrastructure for car, bus, bike and pedestrian travel on First Hill

Open Space

- Increase the amount of open space on First Hill

Housing

- Develop housing opportunities that retain the economic mix of First Hill residents and are compatible with other neighborhood goals



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Outreach Approach



First Hill Kids

The First Hill Neighborhood plan was driven by an outreach strategy carried out by the planning committee, consultants and the City. The planning committee represents a wide range of neighborhood stakeholders such as the major employers (medical centers and educational institutions), residents, businesses, cultural organizations, religious institutions, and public, quasi-public and nonprofit organizations.

Phase 1 Outreach

The following outreach activities were accomplished in Phase 1:

Speaker's Bureau. Organizing Committee members attended a speaker's bureau training, and presented information on the planning process to existing neighborhood groups in First Hill.

Traveling Exhibit. A traveling exhibit was displayed at 15 community-wide events including church coffee hours, neighborhood celebrations, community and resident council meetings, and at the major employers on First Hill.

Seattle University Business Development Project. A survey of local businesses was conducted by Seattle University students. 200 residents and 28 small businesses responded. The students prepared an analysis of the strengths, weaknesses, opportunities and threats to the development of First Hill's business community was prepared based on the survey responses and additional research conducted by the students.

Project Newsletter. A project newsletter ("An Eye Toward the Future") was distributed to every address in, and directly adjacent to First Hill. The newsletter provided information on the neighborhood planning process, growth targets, preliminary issues identified by the organizing committee, a map of the planning area,

an invitation to join the Phase 2 planning committee and a calendar of upcoming events.

Survey. Approximately 7,300 surveys were distributed to every address in, and directly adjacent to First Hill. The survey asked the community to identify the issues that needed to be focused on in Phase 2 based on the comments of the organizing committee. The survey asked specific questions about transportation, public safety and CoInfoIT, quality of life, and demographic information about the respondents. Additional information was asked of the employees at the medical centers to determine if people were interested in purchasing or renting housing on First Hill so they could live closer to their workplace. The organizing committee received 1,000 responses to the survey; a response rate of 14%.

Translation. A project newsletter was translated into Vietnamese and Arabic, and meeting translation was provided at Yesler Terrace Community Council meetings.

Projects with Kids. Two photo-documentation projects were completed by Yesler Terrace fifth graders and O'Dea High school freshman.

Family Kitchen Interviews. A visit to a local meal service by the Organizing Committee yielded feedback from members of the community who use the meal service and may be low-income, unemployed and/or homeless.

Human Needs Provider Interviews. In depth telephone interviews were conducted with five human needs providers to identify their priorities for First Hill. Northwest Harvest, Yesler Terrace Neighborhood House, Therapeutic Health Services—Summit Treatment Center, SHARE Shelter at First Presbyterian Church. Interviews were attempted at St. Vincent de Paul, Referral Opportunities Advocacy Resources (ROAR), First Hill Care Center, Harborview Mental Health Services Outpatient Programs and Salvation Army but were unsuccessful.

The Planning Committee

Vivian Bowden

Mental Health Chaplaincy

Tamara Bunnell

Resident, Northwest School

Lisa Cooke

Fiscal Agent

John Dolan, Co-Chair

*Resident, St. James Cathedral,
First Hill Community Council*

Scott Osterhage

Swedish Medical Center

Todd Johnson

Virginia Mason

Marguerite Maguire

Resident

Gail Neuharth

Resident

Kristin O'Donnell

*Resident, Yesler Terrace
Community Council*

Garby Ouillette

Resident, Business Owner

Elizabeth Patterson

Resident

Esta Pekow

Resident, Blockwatch

Kate Rhoads, Co-Chair

Resident

Cathy Roth

*Resident, First Hill
Improvement Association*

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Phase 2 Outreach

Four goals were set for Phase 2 outreach:

- Provide information about the plan to the public to ensure wide acceptance, or validation, by the community at the end of the planning process
- Increase public participation in planning activities
- Build a constituency for the plan
- Develop an organization to steward the adopted plan

Planning committee meetings and mailings: There are four members of the Planning Committee. The group held monthly meetings from April 1997 through October 1998 which included committee members and other representatives from the community. Committee meetings typically drew 15 people. A mailing list was created at the outset of Phase 2 and added to throughout the process. All planning committee meeting minutes were mailed to the approximately 30 names on the mailing list each month to keep people who couldn't attend the meetings informed about recent issues.

Newsletter/Surveys The planning committee developed two newsletters with the draft and final recommendations and survey forms. The newsletter/surveys were mailed to over 7,000 addresses in and adjacent to the First Hill study area. Residents, business owners, the major employers and absentee landlords all received mailings. Over 100 responses were collected prior to the validation event.

Workshops: Five planning committee/public workshops were held to address specific issues such as urban design, public safety, parking and cultural resources.

Participation in Neighborhood Events: Planning committee members participated in citywide and cross-neighborhood events such as a Neighborhood Planning Social, the Pike/Pine neighborhood's cultural resource workshop, Central Area Gateway planning efforts, two 'Night Out' events in conjunction with Block Watch, and meetings with existing community groups.



Validation Event: The Planning Committee hosted a validation event at St. James Cathedral Place Hall on Saturday, October 31, 1998. The event was advertised by local businesses and in the newsletter which was mailed to over 7,000 neighborhood addresses. Organizers prepared display boards illuminating the recommendations of the final draft plan, and numerous committee members were available at each display station to answer questions. Ballots were used to solicit validation on each of the plan recommendations. In all, nearly seventy people intended, and upwards of forty ballots were collected. Fourteen First Hill businesses contributed food and prizes for the event.

Articles: Planning committee members submitted articles about planning issues on First Hill to local publications such as the Capitol Hill Times and the Stranger to inform a wider audience about the plan.

Response to Outreach

Stakeholders: The First Hill planning committee is representative of the major stakeholders in the neighborhood. The committee has worked hard to engage as many people in the planning effort as possible. This has resulted in a plan that has achieved a high degree of acceptance by the planning committee and those who have responded to surveys or attended events.

Adjacent communities: First Hill has, throughout the process, engaged in discussions, sent all major mailings, attended meetings and provided public review copies to planning chairs and other interested people in Capitol Hill, Pike/Pine, Central Ares and DUCPG. At least one component of the First Hill plan, the human development study was done as an urban center wide project with Capitol Hill, Pike/Pine and 12th Avenue planning committees.

The Phase 2 workplan identified elements that warranted further study. These became the framework for the plan: economic development, housing, transportation, parking, urban design, human needs and public safety

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Technical Analysis of Plan Elements

The results of the technical analysis completed during Phase 2 are summarized below. The proposed recommendations follow this executive summary. Complete copies of the technical reports are included as appendices to the final plan. (See Table of Contents for more information on where to review the appendices) Bear in mind that much of the data available for these technical analyses is 1990 census data and does not reflect the changes in First Hill's population over the past ten years.

Economic Development



First Hill's residential population of 7,128 persons, 1,054 families and 4,657 households is demographically and economically split into north and south areas. See page 2 for a map of the First Hill planning area. The south contains about a quarter of First Hill's population and households and about a third of its families.

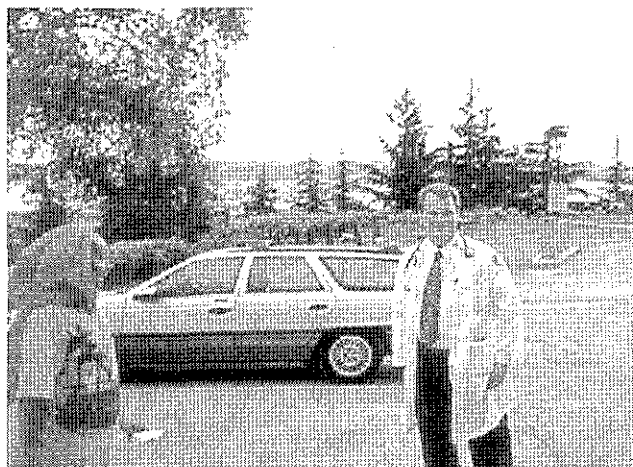
The distinguishing demographic characteristic between south and north is the south's greater proportion of families with children and the north's greater proportion of older adult households. South First Hill has no ethnic/racial grouping that makes up a majority of the population while north First Hill's population is 74% white. Educational attainment in the south shows one of ten adults completing college compared to one out of three in the north while 30% adults in the south have not completed high school compared to 11% in the north.

In terms of economic characteristics, 23% of south First Hill's adult residents are in the labor force compared to the north's 58%. The unemployment rate in 1990 was 12.3% in the south and 8.6% in the north. Employment among south First Hill residents is concentrated in service industries while north area residents are concentrated in retail trade and finance, insurance and real estate (FIRE). Occupationally, south area residents are primarily employed in protective services and blue collar semi-skilled jobs while north area residents are concentrated in professional, administrative, managerial and sales jobs. The south has a higher poverty rate which appears to come from a lack of employment rather than from low wages among persons holding jobs.



The City of Seattle estimates there are 20,600 persons employed in First Hill the majority of which (about 75%) are employed in doctors' offices, clinics, hospitals, home health care services and medical/dental labs. With the exception of Harborview Medical Center, virtually all employment is in the north area.

An average of 26,400 home based work trips had First Hill destinations each day in 1990. About 46 percent originated outside the City of Seattle-mostly east of Lake Washington. An equal number (26,300) of home based trips were made daily for non-work related reasons, and it's likely the majority were related to visits to doctor's offices, clinics or hospitals. An additional 13,500 non-home based trips also were made daily to First Hill in 1990,



Harborview Medical Center

North First Hill contains the concentration of medical services that bring people to the area and results in the plethora of retail trade and consumer services; but they are primarily open during hours catering to transients rather than neighborhood residents. At the same time, south First Hill's low household incomes result in it having fewer retail trade and service establishments than its number of households and population would imply. First Hill's concentration of institutional activities also limits its potential for future economic development since lands held by institutional owners (such as government, churches and hospitals) are generally buffered from normal market forces.

South First Hill's economic development priority is creation of job and income earning opportunities. As purchasing power in the south increases, market forces will bring additional businesses, but without new sources of employment and income, little consumer driven economic development will occur.

The north's economic development priority is creation of trade and service activities that remain open during evening hours and are geographically clustered to create well lighted, pedestrian friendly retail areas.

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This suggests a several pronged economic development strategy that reflects First Hill's primary strengths and major constraints including:

- Development of additional housing to increase purchasing power and support more businesses staying open during evening hours.
- More parking and better signed parking areas to attract more shoppers into the area during evening hours,
- Aggressive promotion of enterprise zone incentives to attract new industry into south First Hill and create new job and income earning opportunities,

Human Needs



Capitol Hill, First Hill and Pike/Pine are vibrant Seattle Urban Center/Urban Village neighborhoods. All are participating in Phase H neighborhood planning. For many aspects of this planning, the neighborhoods are working separately. For Human Development planning, Capitol Hill, First Hill and Pike-Pine are working together to assess neighborhood needs, existing services, gaps in services and models from other communities.

Urban Center Wide Study

Cross-neighborhood demographic statistics informed the human needs assessment. The assessment revealed that a much larger proportion of this area's residents (particularly within Capitol Hill and Pike/Pine) are gay and lesbian, as compared to the city of Seattle. In addition, significantly fewer of the Urban Center residents are children. In addition, nearly double the City's average of First Hill residents are over the age of 65. Finally, a larger percentage of Urban Center residents are low-income relative to Seattle as a whole, and Urban Center children are almost three times as likely to live in poverty.

The human needs analysis also looked at housing characteristics and trends in order to determine future needs. The Urban Center housing stock is relatively older and less owner-occupied than



throughout Seattle. Housing units in the Urban Center are also expected to become more expensive as the area absorbs a high percentage of the region's growth,

The existing human services assessment revealed that there appears to be a desirable balance of direct services (those directly provided to clients) as compared to indirect services (those that support the service providers with advocacy and public education programs) within the Urban Center. Direct services account for the majority of human services within this region, and are supported by a seemingly adequate number of indirect services. In addition, there is a striking balance between the number of services that would primarily address local needs rather than regional ones.

The Human Development Planning Committee was comprised of representatives from the urban village planning teams, along with a number of community residents. The Committee held nine monthly meetings and pursued an asset-based approach to human services planning by identifying community strengths and resources to address one or more needs in a comprehensive and often low cost fashion. After identifying three tiers of human development goals, the Committee developed three implementation strategies and received overwhelming public support for the strategies:

- Initiate a Human Development Council: an ongoing, organic collaborative that responds to current concerns and is proactive in response to growing concerns in the Urban Center. The Council is comprised of human service providers, residents, human development organizations, youth, business leaders, immigrants, community service officers and an array of others representing the entire Urban Center. The Council will reflect the ethnic, age and sexual minority diversity of the Urban Center. A major goal of the Council is to change the basis of social services from stigmatized client-donor relation-



Hilltop House Residents

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ship to one which recognizes everyone's assets,

- **Promote Community Connectedness:** Residents, human service providers, businesses and community organizations representing the entire Urban Center will develop, promote and support ideas, programs and services which create and reinforce the Urban Center's sense of community and neighborhood. Such programs and services include the development of a powerful schools model in the Urban Center, sponsoring Street Fairs, and provision of public information.
- **Develop a People Center:** Bring together community residents and participants, business groups and community organizations to create a market driven facility which will be responsive to the interests of Urban Center residents and participants. The People Center will meet diverse community needs and will be prominent, visible and accessible. It will be service/activity oriented and information/resource oriented.

The Committee is currently reviewing the strategies, looking at examples of comparable services and facilities and refining criteria for the strategies, and is developing major actions with steps, timelines, responsibilities,

First Hill Therapeutic Health Services

In addition to the urban center wide study, the First Hill planning Committee conducted a focus group with Therapeutic Health Services (THS). The issue of special-needs services was a source of conflict within the community during Phase 1 of the First Hill plan. THS provides methadone treatment at their Summit Avenue clinic and was a particular source of concern. The community asked for a meeting to address concerns about the Methadone Treatment Program at THS on First Hill. A meeting was held in November 1997, the purpose of which was to improve the relationship between Therapeutic Health Services and other First Hill neighbors. Several important issues were discussed, including safety of neighbors, use of local parks and restaurants by THS clients, disruptive behavior, and drug dealing.

Numerous strategies were identified to alleviate conflicts between THS and local businesses and residents, including regular com-



munication between THS management, the neighborhood and Seattle's Community Policing officers, involvement of community representative(s) with THS clients, and hiring a community coordinator as a neighborhood liaison. The focus group alleviated numerous conflicts and concerns which had hindered Human Development planning on First Hill for some time.

Housing

First Hill's Phase I housing goals were to increase the amount of market rate housing and home ownership on First Hill; to preserve the existing housing stock of moderate rent apartments; to limit further increases in subsidized housing; and to increase neighborhood amenities to insure a quality community.



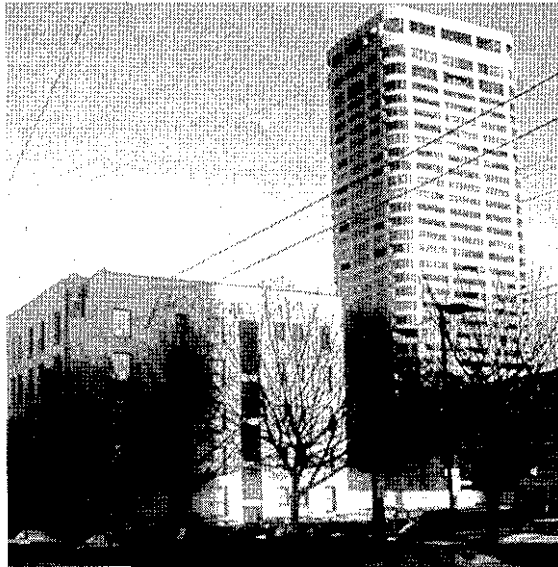
First Hill's Phase II housing plan consisted of a housing conditions and needs analysis and a developers' forum. These activities were intended to determine the types of development taking place in the neighborhood, how and where to encourage middle and high density market rate housing to locate, and whether the City's Growth Management residential growth targets for First Hill are reasonable.

A supply of developable land for residential housing is crucial in meeting the City's Growth Management target of 2,400 net new households in the First Hill community over the next twenty years—an average of 120 net new housing units per year. The recent past shows a growth rate roughly half of the City's targeted rate. The questions facing the residents of First Hill are: can the target growth take place in First Hill's already very dense residential environment, and can the character of the neighborhood sustain this much growth and retain the range of household incomes which currently exist?

Conditions and Needs Study

The housing conditions and needs analysis study showed the vulnerability of First Hill residents to rapid development and/or rising rents. First Hill residents are primarily renters, over 90% compared with approximately 50% citywide. The majority, 82%, of First Hill's 4,700 households live alone or with unrelated persons.

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The Tuscany and First Hill Plaza North of Madison

Persons with disabilities make up 32% of the population relative to a citywide average of 12%. Thirty percent of First Hill's population is over 65, almost twice the citywide average. Because rapid population growth in the City leads to rising rents and condominium conversions, it is important to preserve the existing stock of low and moderate housing to meet First Hill's goals of maintaining diversity of income groups, protecting people with disabilities, protecting the elderly, and not creating more subsidized housing.

A significant supply of underdeveloped land exists on First Hill from churches and other non-profit organizations that hold parcels devoted to surface parking. Not counting the major health institution properties covered by Master Institution Overlay (MIO) zoning, there are over 20 parcels, valued at over

\$850,000, used primarily for surface parking. These properties could be developed into high-rise housing with additional floors of garage parking to substitute for current surface spaces. Churches can create housing for their parishioners, for moderate income families, or as an investment that increases the utilization of their assets.

Multi-family residential buildings make up 32% of the value of real estate on First Hill, office buildings 6%, church properties 5%, and non-profit organizations, government properties, hotels, retail/service, bank buildings and other uses 5%. The remaining 52% is controlled by three health centers: Swedish, Virginia Mason and Harborview. All are covered under MIO zoning, and none of their plans calls for construction of housing.

Developer Forum

The City of Seattle initiated a series of citywide housing summits, and the First Hill Developers Forum was folded into the City's Urban Center Neighborhood Summit. The developers were interviewed before the Summit to identify key issues to be addressed. All the developers interviewed had experience in the develop-



ment of housing in First Hill, Pike Pine, Capitol Hill, the Denny Regrade and/or Eastlake. Breakout groups were held at the summit to give developers and residents an opportunity to describe what they liked about First Hill and what they saw as impediments to developing housing.

All participants found First Hill a desirable neighborhood for development. Major impediments included high cost and the difficulty of assembling kind, particularly parcels large enough to accommodate housing types allowed by zoning. Complete findings from these sessions along with changes in development practices recommended during the interviews can be found in the Housing Report Appendix,



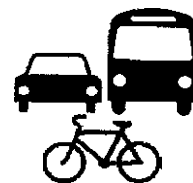
Yesler Terrace

Development Feasibility Survey

The consultants conducted a site survey with the chair of the Neighborhood Planning Committee. Judith Stoloff Associates then interviewed several major institutional property owners and brokers to determine the status of major parcels. Analyzed Development potential was analyzed and a map was produced that identifies some sites which have model-ate to substantial development potential. The map is available in the Housing Report Appendix,

Transportation

The First Hill Urban Center Village is located adjacent to I-5 and downtown Seattle, and is home to several major medical and educational institutions and to significant concentrations of high-density housing (including low-income and senior housing developments). The combination of First Hill's location and its land uses imposes extreme demands on its transportation system,



Proximity to I-5 interchanges and downtown Seattle ensures that the First Hill streets system will need to serve considerable volumes of through traffic. In addition, concentrations of employment (and students) at the Virginia Mason, Harborview, and Swed-

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Yesler Way Bridge to Downtown

ish Medical Centers and at Seattle University generate significant volumes of commute period and all-day traffic. Add the traffic generated by First Hill residents, and one has a virtual beehive of overlapping and conflicting traffic flows that require as much traffic capacity as the First Hill street system has to offer. It should be noted that despite shove-in, el-age transit use and travel by foot, First Hill residents and employees generate significant volumes of traffic.

Due to the nature and extent of First Hill land uses and activities — the institutions, the high-density residential areas, the senior housing, and the low-income housing — transit service and pedestrian circulation are crucial for First Hill residents and employees alike. While important to the continued vitality of First Hill, however, transit operations and pedestrian movement are susceptible to restriction and disruption by the through and local traffic flows -- congested and uncongested -- that pervade the neighborhood. The First Hill UCV Transportation Plan therefore must focus on improving and enhancing pedestrian and transit access/circulation while maintaining through and local traffic circulation.

Street Network

The First Hill UCV is sliced into several pieces by arterials as illustrated in the map on page **23**, Madison St and James St are Principal Arterials that split the neighborhood on a southeast-northwest axis, providing access to/from downtown Seattle and I-5 Interchanges (with romps to/from the south). Both streets carry heavy volumes of through and local traffic. Seneca, including the Spring-Seneca one-way couplet west of 9th, is a Minor Arterial that also provides a vehicular link to downtown, though it is used mainly by local First Hill traffic. Yesler Way on the south boundary of First Hill is a Minor Arterial that serves primarily as a connection to downtown Seattle for neighborhoods to the east.

Boren Ave is a Principal Arterial that runs northwest-southeast through First Hill connecting the Seattle Center/Denny Triangle/



-  Key Pedestrian Streets
-  Key Activity Areas
-  Arterials
-  Bus Stops
-  First Hill Planning Area

First Hill Neighborhood Plan

Key Pedestrian Streets, Arterials, and Bus Stops

0 800 Feet



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South Lake Union area, the various downtown access arterials (Stewart, Pike/Pine, Madison, James, and Yesler), and the Rainier corridor. Like Madison and James, Boren is a primary artery for through traffic and local traffic. 9th is a Minor Arterial that parallels Boren, but because it does not extend beyond the neighborhood boundaries it serves local access and circulation only.

Transit Service

Two corridors in First Hill are classified as Major Transit Streets: Madison St and James St–Jefferson St (James west of 9th Ave, Jefferson east of 9th) (see page 23, Key Pedestrian Streets, Arterials, and Bus Stops). Boren, Union, Yesler, and Broadway are classified as Minor Transit Streets. Much of the existing transit service in First Hill consists of downtown-oriented in-city bus routes operating on Madison, James–Jefferson, and Seneca connecting downtown Seattle to the Capitol Hill and Central District neighborhoods east of First Hill. These bus routes are long-standing routes with frequent all-day service. Several newer routes provide direct all-day connections to additional Seattle neighborhoods and peak commuter service to city and suburban park-and-ride. A downtown shuttle service also operates in the southern end of First Hill, operating on a loop on James and Yesler.

In addition to King County Metro bus transit service, First Hill will be served by a Regional Transit Authority (RTA) Light Rail Transit (LRT) system that will run from Northgate to SeaTac. Planning and design is under way for the LRT line, which will run in a tunnel under Madison and will have one station in First Hill. The station will be located somewhere between Broadway and Boren. Although the LRT system will provide frequent, reliable, high-capacity regional transit service to First Hill, that service will be useful in meeting First Hill transportation needs only to the extent that the single station can be made accessible (via walking, bicycle, or “feeder” transit services) to the actual offices, hospitals, businesses, and residences in First Hill.

Parking

SEATRA recently completed a study to explore parking management



ment strategies for First Hill. The study team collected data on existing parking conditions, opinions from businesses, residents and the major employers on First Hill, and identified management strategies that have been used effectively elsewhere. The study recommends increasing enforcement, creating a parking map to distribute at local businesses, regulating all on street spaces, changes to the Residential Parking Zone (RPZ) program to create a more equitable system for residents, shared parking, car sharing, creating a parking tax, and transportation demand management incentives to businesses.

The study also recommended that First Hill form a more structured business organization such as a BIA or an expanded role for the First Hill Improvement Association. A strong, unified business community is critical to First Hill's economic success and creating an organization that includes businesses, the major employers, residents and others on First Hill make planning and problem solving much more effective. The First Hill community will collaborate with SEATRAN to develop the parking study further and work towards accomplishing its recommendations.

Urban Design

The urban design recommendations build upon features that already exist in First Hill and attempt to unify them through streetscape improvements, entry statements and the design of focal points such as the new light rail station. The recommendations are a start at creating a more cohesive identity for First Hill,



"Current residents are willing to accommodate more growth, as long as there are amenities provided within their neighborhood that make urban living enjoyable. The types of amenities that First Hill residents want include parks and street trees, a variety of shops and restaurants with evening hours, good transit, public schools, human services that meet the needs of the community, parking, well lit and maintained streets and sidewalks, and easy access to other neighborhoods that provide additional amenities."

—First Hill Neighborhood Plan, Phase 1

The First Hill Urban Design plan has been created to give the

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Madison Street

neighborhood a set of guidelines for the design of streets, new development and the First Hill light rail station. The workshop participants defined First Hill as a true urban village: a dense, walkable neighborhood with a mixture of land uses in close proximity. Features of First Hill worth retaining include tree-lined streets, historic buildings and views of downtown.

Streetscape

A safe and accessible pedestrian environment makes urban living enjoyable. Unlike many other Seattle neighborhoods, First Hill is an urban neighborhood with high density housing, a mix of land uses in close proximity to each other, accessible transit and is home to a regional employment center.

Due to its range of land uses and proximity to downtown, people who live on First Hill can walk almost everywhere they need to go: shopping, restaurants, cultural events, medical appointments and public transportation. Other attractions such as open space, cultural venues and restaurants are within walking distance in the adjacent neighborhoods of Downtown, Pike/Pine and Capitol Hill. Parking is scarce providing an additional incentive to support pedestrian travel in the neighborhood.

Key pedestrian streets were identified as part of the Neighborhood planning process to prioritize the locations where streetscape improvements are most critical. The types of improvements recommended include pedestrian scale lighting, sidewalk improvements, landscaping, crosswalks, signage, and curb bulbs.

The other urban design element that is a priority for the community establishes a cohesive identity for First Hill by marking the entry points to the neighborhood in a deliberate way. Opportunity sites include:

- South entry: the Central Gateway Project at the confluence of Yesler, Boren and 12th Ave.



- . East entries: Landscape the triangular parcels on Broadway where it intersects with Marion and Boylston, Minor and James, and Boren and Terrace. This will create a series of unified neighborhood entryways
- . West entries: Lighting, railings, signs, painting and other treatments are proposed for the freeway bridges to mark entries to First Hill from Downtown at Seneca, Madison, Cherry (underpass), James (underpass), and Yesler.
- . Ninth entries: plant traffic circles at Summit and Union (Northwest School), and at the Seneca/Harvard/Union intersection consistent with those on the east entries,
- North entry, Pike and Boren: coordinate with the Pike/Pine planning committee as they develop their plans for 4 Columns and Boren Street Parks.

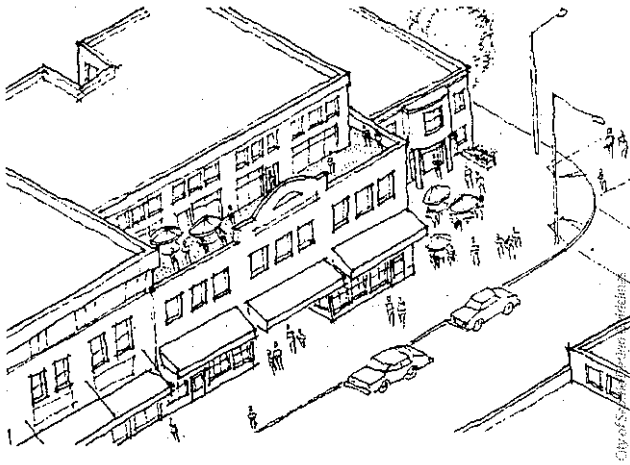
New Development

Approximately 2400 new households and 6100 new jobs will come to First Hill by 2014. These numbers translate to an increase in density for the neighborhood. One by-product of this increase is new development.

The First Hill Neighborhood plan identifies two areas where new high density housing is a priority: Madison Street and 8th Avenue. In addition, a number of projects are in the process of being permitted or constructed. The City's design review process provides a forum for the neighborhood to influence the form of new development. This study identifies design guidelines for new development that are a priority for First Hill residents. This "subset" of the City's design guidelines represents the community's priorities and will help them work with developers, designers and the City to ensure, as much as possible that what gets built reflects neighborhood goals including:

- No blank walls at street level. Openings for windows and doors, landscaping, and pedestrian oriented retail is preferred.
- Ground floor uses encourage pedestrian activity (e.g. retail stores, transit, security station)
- Design buildings using Crime Prevention through Environmen-

Executive Summary



Building design encourages pedestrian activity

tal Design (*CITED*) so that passive surveillance is possible

- Buildings at neighborhood entry points emphasize First Hill identity.
- Street furniture, lighting and transit shelters are designed to address goals for key pedestrian streets.

- Design the light rail station as part of a mixed use development with security station, ground floor shops and other pedestrian generators.

Over 50 % of all real estate in First Hill is controlled by the health care industry and within one of the four major institutional master

plan boundaries. The major employers do not participate in the City's design review process. They have a master planning process typically guided by a Citizen Advisory Committee. The committee works with the institutions as they prepare for development of new facilities or when they propose a change in their boundaries. The plan proposes that members of the community who are knowledgeable about design and development issues participate in the master planning process to ensure that new development responds to neighborhood priorities. This is especially critical as new buildings develop that front on the key pedestrian streets or other areas where there is pedestrian activity.

Light Rail Station

Another change coming to First Hill is a new light rail station on Madison Street. The station will be located underground and have at least two entrances/exits at street level. The planning committee has identified elements that the light rail station and surrounding area should include and plan to work with the City and Sound Transit through the station area planning process. These include:

- A gathering space, such as a plaza with retail activity.
- Ground floor retail spaces that open onto the street and encourage pedestrian activity (e.g. café, newsstand, flower shop)



- Housing above the station and ground floor retail. The zoning On the north side of Madison Street is NC3-160' and the plan supports mid to high rise development.
- Signage that incorporates public art and provides clear way finding for people looking for the station. Next train information at street level is recommended.
- A prominently located clock.
- Attractive landscaping with seasonal color. The landscaping should not be too dense to allow surveillance into the station area by people walking or driving by. The landscaping should include a water feature.
- A community policing station and security cameras. This will be a 24 hour station and police surveillance is recommended.
- Awnings that provide weather protection and visual interest.
- Pedestrian scale lighting in the station area and along the Key Pedestrian Streets leading to the station area.
- Coordinate the bus stop area and signage so that transfers between bus and light rail are as seamless as possible.



This drawing incorporates ideas for the light rail station discussed by the planning committee: pedestrian scale lighting, textured paving, street trees and landscaping, ground floor retail with housing above, an informational kiosk, a community policing station, cafes and a newsstand, and easy access to the bus stop for transfers.

Public Safety

Using data provided by the Seattle Police Department (SPD) and the Puget Sound Regional Council, an analysis of crime on First Hill was completed. First Hill data was compared to crime data for the entire City and for a comparable neighborhood, Denny Regrade. The results indicate the following:

- First Hill had slightly higher percentages of theft and aggravated assault than the City of Seattle as a whole did in 1997.



- A lower percentage of burglary and auto theft took place in First Hill in 1997 than did Seattle as a whole.
- First Hill census tracts experienced an amount of crimes per person that is consistent with the majority of neighborhoods in the City of Seattle in 1997.
- In 1997 First Hill census tracts averaged about 8 crimes per acre, compared with a citywide average of just under 3 crimes per acre.
- While citywide crime barely increased 0.26% from 1996 to 1997, total crimes in First Hill census tracts increased 2.90% in the same period of time.

First Hill is certainly more safe from crime than several other Seattle neighborhoods, and perception of safety (or lack thereof) plays an important part of addressing crime and safety in the First Hill neighborhood.

The planning committee participated in a public safety meeting and indicated the major public safety concern as dark, shadowy streets in the evening. The group identified places where residents and employees feel unsafe. The map on the next page indicates the location of these “public safety hot spots.” The areas identified were perceived as unsafe for a variety of reasons, including overgrown shrubbery, lack of lighting or loitering.

The plan recommendations for public safety include adding pedestrian scale lighting to improve dark, shadowy streets, remove overgrown shrubs, encourage businesses to be open in the evening to promote pedestrian activity on the streets, increase enforcement—especially foot or bike patrols, and include a community policing station at the new light rail station.

Additional public safety recommendations are to work with SPD to enforce public behavior standards, implement security lighting programs, expand the use of and enforce the nuisance abatement law, expand the City’s incentive program to encourage SPD officers to purchase/rent housing in First Hill, expand the Block Watch programs, develop a business and/or apartment watch program, and start a public safety 24-hour hotline sponsored by local neighborhood organizations and the city that would lessen 911 calls and assist SPD community police teams in identifying local problems.



- Dark Areas along Key Pedestrian Streets
- Dark Areas, Second Priority for Lighting
- Area Perceived as Unsafe
- Bus Stop Perceived as Unsafe
- Hospital
- Planning Area
- Institutional Controls

First Hill Neighborhood Plan Public Safety Hot Spots

0 800 Feet

